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EXCEPTIONAL CHILDREN AND PUBLIC SCHOOL POLICY

INCLUDING A MENTAL SURVEY OF THE
NEW HAVEN ELEMENTARY SCHOOLS

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INTRODUCTORY STATEMENT

This brief volume is based on a study of actual conditions. It aims not only to report the facts, but to give them a general interpretation from the standpoint of public policy. Our purpose is to furnish, concisely and concretely, a just picture of the magnitude of the problem of exceptional school children, and to indicate the lines for the development of permanent constructive measures with reference to these children.

In the fall of 1918 a mental survey of the elementary schools of the city of New Haven was undertaken. The survey was definitely a co-operative enterprise and depended upon the generous assistance of the regular and special teachers who reported the data. We wish to acknowledge our indebtedness to these teachers, as well as to Miss Norma Cutts, Supervisor of Special Classes, and to Mr. Arthur Otis who rendered active assistance in treating the data and preparing the same for statistical presentation.

Some of the allusions in the text will be found to be purely local in character, but it is hoped that the general reader will give them an algebraic interpretation. Equivalent findings and recommendations apply to other communities, both larger and smaller. We have aimed to treat the subject in such a manner that any school board official, teacher, administrator or citizen may get a comprehensive glimpse of the problem without undue distraction by details. Therefore the discussion is uniformly brief.

We have stressed the civic significance of the problem. When it is once fully realized that our defective, unbalanced, unstable, precocious and superior children constitute social liabilities or assets, then we shall be nearer to the adoption of an adequate public policy in their behalf. Fortunately, even the inferior types of exceptional school children may, for the most part, be converted into assets for society by the creation of special educational measures and devices of community control. The solution of the problem of mentally or biologically

inferior humanity, lies not so much in isolation or institutional segregation, as in timely recognition, specialized education, and supervisional social control by local communities.

For this reason the public school system is potentially the most powerful of all social agencies in the vast field of human engineering. The nation will have in the year 1930 its due quota of both defective and superior population. A great vista of mental and social conservation opens up when we reflect that most of these exceptional individuals are now children, seated in the desks of our public schools.

By well-considered efforts we can begin in early years to select and train superior children for future leadership. Likewise, we can give to the defectively and incompletely constituted children the training and the external support which will in many instances make them amenable, and even contributive, members of society. This work of salvage and prophylaxis cannot, however, be accomplished until the public school systems of the country consciously adopt sincere and far-reaching policies. The public school is in a strategic position to develop these policies humanely and successfully.

CHAPTER ONE

MENTAL HYGIENE AND THE PUBLIC SCHOOL

MENTAL HYGIENE AND THE PUBLIC SCHOOL*

Mental power is one of our national resources. It is a rather intangible resource. It cannot be loaded into box cars, nor gathered into reservoirs, nor reported in the statistical volumes of the Department of the Interior. And yet the war has made us realize as never before, that this intangible mental resource is as real as the mountain waters which fertilize a valley, or run to waste in a gorge, or turn a turbine. Almost like water power, mental power can be conserved, diverted, increased if the nation so wills. In the great war the nation so willed. And one of the most remarkable phenomena of that tremendous enterprise was the process of a democratic government commandeering, classifying, training and molding the minds of millions of its citizens.

The whole process of mobilization on its psychological side was, for one thing, a demonstration of the fact that the principles of the mental hygiene movement are well founded. I do not wish to give the term mental hygiene too sweeping a connotation, and yet in its broadest and most positive aspect, this term stands for the protection of the mental health of individuals, and the constructive conservation of the native mental power of the nation. Does not the conception of mental hygiene then seem less shadowy and less pretentious than it formerly was? The war has given almost ocular evidence that the mentality of individuals and of groups can be shaped and energized. Propaganda has become a word as suggestive as "witchcraft." By propaganda you may poison, or you may socialize, minds by the thousand. Through posters, slogans,

* Read as part of a symposium on mental hygiene and education at the annual meeting of the Massachusetts Society for Mental Hygiene, Tremont Temple, Boston, January 16, 1919, and reprinted with permission from *Mental Hygiene*, Vol. III, No. 1.

banners, lapel buttons, uniforms, headlines, you may build up prejudices, attitudes. You may even fix vast moods upon a continent of people.

Psychologists were given commissions, put in uniform, and assigned to cantonments where they mentally examined recruits, literally by the thousands daily. Squads numbering as high as 800 were group-tested at one time. By the date of the armistice nearly 1,800,000 soldiers had been mentally tested and given numerical intelligence ratings. So, after all, mentality is a tangible asset and may yet figure in the statistical columns of government reports.

The fact that applied psychology played such an important part in the mobilization and prosecution of the war, and came to be recognized as an indispensable instrument in the personnel work of the army, means that it will probably play an increasingly important rôle in times of peace. Already on the strength of the military experience, it has been suggested (by Professor Thorndike) that a national mental census be taken of all children of a given age—for example, all the eleven-year-old boys and girls of our country. It would not be an impossible undertaking.

We smile at this rather ambitious suggestion, but we may prophesy that even if the federal Bureau of Education does not undertake such a large-scale psychological survey, there is going to be none the less an active season of group testing the country over. The group tests, as at present developed, are applicable only to children in and above the fourth grade. There is no doubt that we shall soon have more than one group scale, devised to test children below the fourth grade. It is possible that some psychologist has already dreamt of a method of collective testing of large groups of babies at milk stations and at child welfare conferences! It is contended that group testing has taken mental examination out of the field of the luxuries.

Do we possess in this group testing a new method for promoting and realizing mental hygiene in our schools? It seems to me gravely doubtful. Group tests at present can furnish little beyond rough intelligence ratings, and will serve only to sift and sort pronounced intellectual deviations. The whole task of mental hygiene is largely individual and demands the development of intimate, personal methods of diagnosis.

These methods must be clinical, medical in spirit; they must appreciate the complexities and subtleties of the situation, and should, if anything, result in a diagnosis *by* a group rather than *of* a group. The most highly developed technique of clinical medicine, well represented in Boston, rests upon a co-operative group diagnosis and in the exacting field of mental hygiene we may get this technique.

The development of mental hygiene, both general and specific, in the public schools depends upon a consistent program of individual attention to individual children. This program must be more biographical, more inquisitive and more solicitous than anything we have at present in our half-formed systems of school and child hygiene. Splendid accomplishments have been made through medical inspection and school nursing; but the full implications of this work should be carried out; otherwise our hygiene remains piecemeal and patchy in character. The only thoroughgoing remedy for such patchiness is a biographical interest in infants and children, which will regard the total and the continuing child and be primarily concerned in the healthy norms of his behavior. This, and nothing less than this, spells mental hygiene.

Such a biographical interest starts with the birth certificate and continues to the diploma. The mental hygiene of the child does not begin with his entrance upon school life; it goes back to the basic determiners, physical and mental, of the nursery years. The child who matriculates in the first grade has been attending preparatory school for six years; the hygienic control of that pre-school period is both a logical and practical necessity.

The weighing and measuring campaign of the Children's Bureau was a definite step in this direction. We should make this campaign an established annual event. We should build up a cumulative health and development record for each child, and into this record should be read not only pounds and inches but psychological observations and measurements which have a bearing on the mental hygiene of the child, his readiness for school life, and his major developmental needs when he enters school—his speech, his play, his movements and interests, his sleep, his social traits, and particularly any disorders and peculiarities which have already caused concern to his parents. The schedule of measurements and developmental data

cannot, in the beginning, be very elaborate, but even a very modest amount of biographic bookkeeping would soon reveal to school authorities an appreciable minority of children who are in need of special educational hygiene.

If there is indeed such a thing as human engineering, nothing could be more unscientific than the unceremonious, indiscriminating, wholesale method with which we admit children into our greatest social institution, the public school.

The Massachusetts Society for Mental Hygiene, with the able assistance of its president, has rendered a definite service in calling attention to the importance of a more thoroughgoing health examination on school entrance.* This is the strategic period in a child's life for a physical examination, at least as thoroughgoing and searching as that to which our millions of recruits were subjected in the hurried days of war. We have at any given time only 2,000,000 children six years of age, and we have the whole summer vacation in which to conduct the examinations. Let us not forget too speedily, in times of armistice and peace, what really can be done in the field of human engineering if we set our wills to the task. We should make a searching examination for physical defects and deficiencies—that seems axiomatic. We should also develop a technique for recording important traits of behavior, qualities of mind and irregularities of physiological and mental functioning, which will point to a reconstructive pedagogy during the career of the school child. It is already possible to make an intelligence rating by mental testing; the recording of other traits, emotional, volitional and social, will depend upon more biographical methods of observation. It is for this reason that some systematic connection must be made with the pre-school career of the school beginner.

We cannot, however, place full reliance even upon a thorough psycho-physical examination at school entrance. Human nature is too complex, and as Secretary of War Baker said in regard to the personnel work in the army, routine examinations tend to become mechanical: "Now the danger that we have in this Personnel Division is that with the size of the

* Burnham, W. H. *A Health Examination at School Entrance*, Boston: Massachusetts Society for Mental Hygiene, 1917. Publication 27.

Gesell, Arnold. *The Special Province of Child Hygiene in the Primary School*. *The Child*, London, Vol. III, pp. 318-23, January, 1913.

task and the frequency of the repetition of our contact with individuals, it is likely to make us fail to remember that each man with whom we deal is more than a card in the index, and is individually a man, that he is an individual American, and that no strait-jacket set of questions will reach his ultimate possibilities."

We must supplement the matriculation examination, with a period of observation which will not relax during the whole school career of the child, but which will be peculiarly intensive during the first year or first semester. This first year should be an induction year. The kindergarten and first grade then become a vestibule school, where the child may be detained under a watchful semi-probationary régime which will discover and record his strength and his weakness. In other words, a child should not really enter school until he has been there for about six months! This method of induction is not inconsistent with his also learning the letters and phonograms; but it means that the prevailing zeal of the primary school be shifted from instruction to hygiene and that the premium be placed on a new type of teacher, possessing natural and trained powers of observation, and ability to deal discriminately with individual children. The well-trained special class teacher of mentally deficient pupils is an example of the type of teacher who needs to be incorporated into our kindergarten and first grade, as part of a program of mental hygiene in the public school.

There are of course many practical and administrative difficulties, which we have not time to discuss; but these difficulties are not insurmountable. By way of conclusion I will outline certain possibilities which seem to me to be workable, if we really believe that mental hygiene should be introduced into the public schools. These possibilities would be most applicable to a large city, but could also be worked out under rural and village conditions.

1. A hygienic supervision of the pre-school period. This to result in a cumulative biographic record of every child from birth registration to school entrance. The data to be secured by the extension of present infant welfare agencies; by elaborated periodic measuring and weighing days; by organizing grammar grade and high school pupils to assist in the accumulation of these records; by widening the scope of public health,

nursing and of medicine, so that the psychological and developmental interests of young children will be more definitely included.

2. A psycho-physical entrance examination of every school beginner. This examination should be comprehensive, thoroughgoing and in close co-operation with parent or guardian; it should also summarize and develop the main conclusions from the pre-school career of the child and disclose those children either superior or atypical who most urgently need a specialized school career.

3. A reorganization of the kindergarten and first grade, which will place the first half year of school life under systematic, purposeful observation. The teachers, program, schedule and equipment and administration of this induction period to be definitely adapted to such observation and to a system of record keeping and classification of pupils, which will determine their educational hygiene in the subsequent grades.

4. The development of a new type of school nurse, who, by supervision, corrective teaching, and home visitation, will further the concrete everyday tasks of mental hygiene. This psychiatric school nurse would be a counterpart of the medical school nurse and work in close contact with her; but she would revolve in a different circle of problems. Instead of pupils with discharging ears and deteriorating molars, her clients would be the child with night terrors, the nail biter, the over-tearful child, the over-silent child, the stammering child, the extremely indifferent child, the pervert, the infantile child, the unstable choreic, and a whole host of suffering, frustrated and unhealthily constituted growing minds, that we are barely aware of in a quantitative sense, because we do not have the agencies to bring them to our attention as problems of public hygiene and prophylaxis.

5. The development of reconstruction schools, of special classes and vacation camps for certain groups of children who need specialized treatment, such as the speech-defective, psychopathic and nervous groups. Even one hospital type of school in a city as large as Boston could benefit a large number of children in the course of a year. To such schools, classes and camps, children could be assigned for long or short periods, and secure a combination of medical and educational

treatment which alone is adequate to reconstruct them mentally. These provisions imply neurological and psychiatric specialists, educational psychologists and teacher-nurses, co-operating as public health experts in a work of mental salvage and prophylaxis. Only by such radical and sincere methods can we ever hope to reduce the massive burden of adult insanity. Expensive in the beginning, a preventive juvenile system of mental sanitation may after all prove to be a form of socialized thrift.

6. A comprehensive system of mental conservation demands also that we discover and cultivate the superior intelligence, which is at the basis of leadership and distinction in all the arts and sciences of life. Failure to afford such intelligence the optimum environment in which to grow and to produce results is incalculable waste. Psychology as a science of measurement and interpretation applied directly to problems of school administration is destined to accomplish much in this field of mental conservation.

7. Finally we have the great mass of children who are not candidates for distinction, nor victims of mental defect or disorder. Their mental welfare will depend, as always, on the traditional influences of home and school. For them, education and mental hygiene are synonymous. That education is most hygienic which provokes and promotes their intelligence, and which disposes them to become good citizens. By reason of that fact, the educators influence the ultimate mental vigor of the nation. Here lie the greatest of all possibilities in the field of mental engineering, because the great mass of children can be shaped and swayed by the methods of mass education obedient to the laws of mass psychology. Unconsciously applying those laws, we have woven about our flag and the mere name of our country noble impulses of patriotism which leap to fulfillment in times of war. We can consciously apply those same powerful laws of group mentation to the less dramatic but more permanent times of peace. We need not scorn the methods of publicity, of advertising, and of association by emotional contiguity. Let us in a new way bring posters, slogans, moving pictures, group psychology and multiple suggestion into the technique of public school education. Guided and controlled by broad-minded experts in applied psychology and

education, these large impressionistic methods of mental control may lift our growing generation of citizens to a higher level of civilian morale.

CHAPTER TWO

A MENTAL SURVEY OF 24,000 SCHOOL CHILDREN

When is a school child exceptional? There are a few stalwarts still to be found who valiantly declare that there are no exceptional school children,—that any child who can go to school “can be taught.” On the other hand there are those who somewhat sagely say that all children are more or less exceptional. We can hardly take refuge behind such a shadowy statement. The experienced observer knows that in every school system there are a minority of pupils who present extraordinary educational difficulties, and who are therefore entitled to special educational consideration. Humanity, as well as hygiene, requires that we recognize at least the most radical individual differences among our school children.

When shall we regard a child as educationally exceptional? Borrowing the phraseology of the law, an exceptional school child is one whose mental or physical personality deviates so markedly from the average standard as to cause a special status to arise with respect to his educational treatment and outlook. This is a somewhat cumbersome statement, but it is sufficiently descriptive and elastic to furnish a guide to practice.

TYPES OF EXCEPTIONAL SCHOOL CHILDREN

The accompanying tabular classification of children may be helpful to the reader if it is not allowed to convey the impression that individuals fall into rigid psychological compartments. The classification is intended to call attention to the wide ranges of mental variation and deviation which may be found in a large group of unselected children. With only a few exceptions, representatives of every type included in the classification will be found in any large school system.

The individual differences in general intelligence are particularly constant; probably because they are native or con-

A MENTAL CLASSIFICATION OF CHILDREN

Standard Groups arranged on the basis of Intelligence	Intelligence Quotient	Mental Age	Vocational Possibilities	Educational Possibilities	ATYPICAL GROUPS
<i>Superior</i> Of superior general capacity and mental adaptability	Over 110	+	Professional life, and high-grade callings in scientific, artistic, technical, and executive lines	College, University, and Technical Courses	Deviates from the standard and variable as to degree and balance of intelligence <i>Sensory-Motor Defectives</i> (Blind, Deaf, Dumb, Crippled) <i>Defective Delinquent</i> (Criminal in tendencies, but primarily feeble-minded) <i>Reformable Delinquent</i> (Delinquent, but of sufficient intelligence to be reformable) <i>Speech Defectives</i> (Lisping, stuttering) <i>Epileptic</i> (General seizures or recurrent "fainting turns") <i>Psychopathic</i> (Neurasthenic, hysterical, phobic, perverted; abnormally seclusive, latent insanity)
<i>Normal</i> Of ordinary general capacity and mental adaptability 1) <i>Bright</i> 2) <i>Average</i>	From 110 to 90	At par or near par	Vocational independence and success in many fields of activity	Elementary and Secondary Schooling at minimum	
3) <i>Dull</i>	90 to 80 or slightly below 80	—	Vocational independence, usually in manual and industrial occupations	Elementary and non-Academic Continuation Courses	
<i>Subnormal</i> Definitely deficient in general capacity and mental adaptability <i>Moron</i>	Usually 70 to 50	11 to 7	Vocationally semi-dependent. May earn a living under favorable circumstances, but need guidance and oversight. Low-grade morons can do only routine work	Rudiments of the 3 R's. Training in shop, farm, and home activities Simple trades Personal habits	
<i>Imbecile</i>	50 to 20	7 to 3	Vocationally dependent. Can do only simplest routine work. Need constant supervision	Training as agricultural and vocational helpers in colonies and institutions	(Not classifiable as simply dull or feeble-minded) <i>Backward</i> (Usually of normal intelligence, but retarded on account of physical, environmental and educational handicaps)
<i>Idiot</i>	20 to 0	3 to 0	Vocationally incompetent Completely custodial	A few personal habits	

stitutional. At any rate we now expect to find them just as certainly as we do differences in height and weight. The range of intelligence differences, however, is, if anything, more striking than that for stature. For example, in one of the schools of New Haven there is a little girl, Mary, age nine, with an intelligence quotient* of only 22; her mental status is idiocy; she cannot count two. In a neighboring school there is another girl, Jane, age seven, with an intelligence rating of 180. Her mentality bears the symptoms of great intellectual distinction, if not of genius. She has the ability to do fifth grade work at an age when many children have just entered school. Assuming that our units of measurement are sound in principle we may be permitted to say that Jane's mental caliber is nine times that of Mary and almost twice that of an average child.

The gamut of variation in any school district is not, of course, ordinarily as wide as that represented by these two extremes. And yet among an unselected group of 100 primary pupils one is likely to find at least one child who is definitely feeble-minded (unable to benefit from ordinary instruction); another who is extremely bright (ardent, resourceful, sociable); another who is correspondingly dull, without being actually defective; another who is over-sensitive and nervous (with an exaggerated dependency upon others or abnormal emotional tendencies); still another child with a more or less serious speech defect, possibly stuttering; and another who is physically so handicapped by malnutrition, or otherwise, as to constitute both a hygienic and educational problem.

Individually these educationally exceptional children make a strong appeal to our active sympathies. In the aggregate they place a considerable responsibility upon the public school. If a census or survey should prove that as many as five or six school children out of a hundred are definitely exceptional in mental or educational status, it would mean that the problem is one of administrative and legislative importance. Certainly there should be a consistent public school policy undertaken at least with reference to those children who are mentally so subnormal that they cannot as adults succeed independently of external safeguard and support. Was not

* The meaning of intelligence quotient is explained on page 31. It is a numerical index or rating of general intelligence based upon the ratio between mental age and actual chronological age.

Graham Wallas probably right in his recent statement that an educational system should be based upon the differences rather than upon the likenesses between children?

The survey of the New Haven schools reveals some of the most significant of these mental differences which prevail among children.

METHOD OF THE SURVEY

Some 24,000 children attend the elementary schools of New Haven. By means of printed circulars and forms the whole school system was canvassed, from the kindergarten to the eighth grade, inclusive. The accompanying samples of these forms are in great measure self-explanatory. Forms A, B, C, D and E were filled out by the regular teachers. Form A was used to report all cases suspected of being mentally subnormal. On Form B eight additional types of exceptional children were reported. Forms C, D and E furnished facts in regard to the home and school history of each child reported on Form A, and also provided specimens of his drawing, writing and arithmetic.

Forms 1, 2, 3 and 4 furnished additional data in regard to the "mentally subnormal" group. They were filled out by teachers who were previously selected and who were duly instructed to make the simple measurements and tests called for. These mental measurements of individual children were made in accordance with mimeographed instructions; and although we admit the possibility of several sources of error, the data on the whole must be accepted as having considerable significance. The responses and performances of the children were actually recorded and were later scored by one person (Miss Cutts), who did not herself conduct any of these examinations. This means that it was possible to get beyond personal impressions and prejudices and to express the mentality of these children in objective terms. Doll's abbreviated version of the Binet intelligence scale was used, so that the mental age of each seriously backward child was approximately ascertained.

The diagnosis of feeble-mindedness cannot, however, rest upon the mere determination of mental age. A conclusive clinical diagnosis must be based upon a thoroughgoing individual examination, and must take into account every possible factor

in the development of the child. Inasmuch as 725 children were reported by the teachers as being of subnormal or of doubtful mentality, it was physically impossible to carry out the ideal clinical method of diagnosis. We attempted, nevertheless, to approximate the requirements of this method. It was done as follows:

The returns on Forms 1, 2, 3, 4, were scored and evaluated (by Miss Cutts). At the same time an impression was gained in regard to the quality of the responses. The data on Forms C, D and E which furnished information in regard to the child's home life, school history, social reactions and school attainments were then scrutinized and also estimated. On the basis of these seven or eight pages of evidence, the child was classified as being either (a) *Definitely Deficient*; (b) *Very Probably Deficient*;^{*} (c) *Doubtful*; (d) *Merely Backward*. The standard of probability for Group b, was made a very high one.

After this careful process of sifting had been completed, the results stood as follows: Total number reported, 725. (a) Unquestionably Deficient, 53; (b) Very Probably Deficient, 217; (c and d) Doubtful and Backward, 455. Any errors which were made in placing children in the second group, were doubtless more than compensated for by errors made in the reverse direction by classifying other actually deficient children as merely backward or doubtful. To the cases of mental deficiency arrived at by this process of elimination, we must add 100 definite cases now enrolled in the special classes of the city. This makes the total number of mentally deficient pupils out of an elementary enrollment of 24,000 amount to 370, or 1.5 per cent. This figure is reasonably accurate. A similar census of the Meriden city schools, in which the same method of survey was used and in which the results were carefully checked up, proved a proportion of over 1.25 per cent to hold true.

^{*} It should be understood that the term deficient in this connection is used to indicate feeble-mindedness, as defined by the Mental Deficiency Law of England, namely: "Persons in whose case there exists from birth or from an early age mental defectiveness not amounting to imbecility, yet so pronounced that they require care, supervision, and control for their own protection, or for the protection of others, or, in the case of children, that they, by reason of such defectiveness, appear to be permanently incapable of receiving proper benefit from the instruction in ordinary schools."

FORM A

School..... Grade..... Room..... Teacher.....

DIRECTIONS—Report on this sheet every child in your room whom you believe or suspect to be mentally deficient. Children whose backwardness can be confidently explained as being due to illness irregular attendance, lack of familiarity with the English language and similar causes are not to be reported. Such children are to be regarded as merely retarded. But if a child belongs to one of the following groups he must be reported:—1. All children of any age who by reason of subnormal intelligence are not receiving proper benefit from ordinary school instruction. 2. All children three or more years over age who are backward because of a mental inability to grasp school work. 3. All children up to the age of 9½ years, who are two years over age and show marked inferiority in their school work.

Teachers should remember that a child may look quite normal, may be of good deportment and have a moderate ability in the 3 R's and yet be mentally deficient, as shown by general lack of good judgment and of common sense. The important question in doubtful cases is this: "Does the child show ordinary intelligence in his work and his play?"

Name of Child	Age in years and months	Address
---------------	----------------------------	---------

FIGURE 1

FORM B

School..... Grade..... Room..... Teacher.....

DIRECTIONS—Report on this sheet all children who are not suspected of being mentally deficient; but who belong to one or more of the following groups:—

- 1. *Partially deaf* (extreme difficulty in hearing teacher).
- 2. *Partially blind* (extreme difficulty in seeing printed page or blackboard work).
- 3. *Speech defective* (stuttering or very faulty articulation).
- 4. *Epileptic* (a history of epileptic convulsions at home or school).
- 5. *Delinquent* (marked immoral traits and incorrigibility at home or school).
- 6. *Extremely nervous*
- 7. *Physically inferior* (seriously undernourished, poorly developed and easily fatigued).
- 8. *Talented* (especially gifted in drawing, music, mechanics, invention, art or leadership; or of *general mental superiority*).

Name of Child	Age (yrs. and mos.)	Group (Indicate by number)	Remarks (Insert here a brief statement of the child's special traits)
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FIGURE 2

FORM C

School... Eaton Grade... 11 Room... 4 Teacher... M.H.

INTRODUCTORY HOME AND SCHOOL REPORT.

Fill out carefully one of these blanks for every child reported on Form A.

Name of Child Mary E. x x x Nationality of mother Italian of father Italian

Birthday of child 2-21-'08 Age: 10 years 8 mos.

Name, address and occupation of father x x x x x

Number of older brothers and sisters 5 ; number of younger brothers and sisters 3

Name, age and school grade of any brothers or sisters who show signs of subnormality

None

Home and family: Note any exceptional or significant facts in regard to the home conditions, the parents or relatives.

None

Is the social status of the family average very inferior or superior? Average

Has the child been a problem at home? no How?

Any reason assigned for the child's backwardness? no

Has the child been a problem or hindrance at school? In what way?

In what study has the child done his best work? Language The worst work? Arithmetic

How many years has the child attended school? 6 State the age at which he entered

each of the following grades: Kindergarten ; Grade I - 4 yrs. ; II 8 yrs. ; III ;

IV ; V ; VI ; VII

Is the child so much out of place in your school room that he should be transferred to a special class?

(OVER)

FIGURE 3

Mary E. Eaton

Grade of ability Reading..... <i>2</i> Writing..... <i>2</i> Arithmetic..... <i>0</i> Spelling..... Drawing..... <i>2</i> Handwork..... <i>2</i> Plays and Games..... Ability to take directions..... Conversation.....	Make an estimate of the child's capacity in each of the subjects in the adjoining column. Use the average capacity of a school grade in New Haven as the standard of measurement. Indicate the child's ability in every case by K (Kindergarten ability) 0 (No ability whatever) 1 (Ability of a first grade pupil) 2 (Ability of a second grade pupil) 3 (third grade) 4 (fourth grade) 5 (fifth grade) 6 (sixth grade).
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PLAY Does the child play much at recess or outside of school? Play

vigorously? *Yes* Alone or with others? Age of playmates?

Play intelligently? *Yes?* Any favorite game or amusement?

Does he run, walk and jump normally? *Yes*

WORK Is the child interested in any trade or any form of work at home?

Is he able to help in any way at home or school? *Yes* How? *Outsting
Pacing work*

Note any peculiar difficulties or defects which the child shows in his school work.

PERSONAL TRAITS. Underscore words and phrases which describe the child: Sluggish, Excitable, Trustworthy, Obedient, Dishonest, Cheerful, Slovenly, Quarrelsome, Unfeeling, Lazy, Affectionate, Stubborn, Seclusive, No initiative, Hard to manage, Noisy, Babyish, Neat, Fond of music, Giggling, Sociable, Inattentive, Moody, Lacks common sense, No application.

In the space below supply any further details in regard to the child's characteristics, conduct or school work.

Form C - (continued)

FIGURE 3'

FORM D

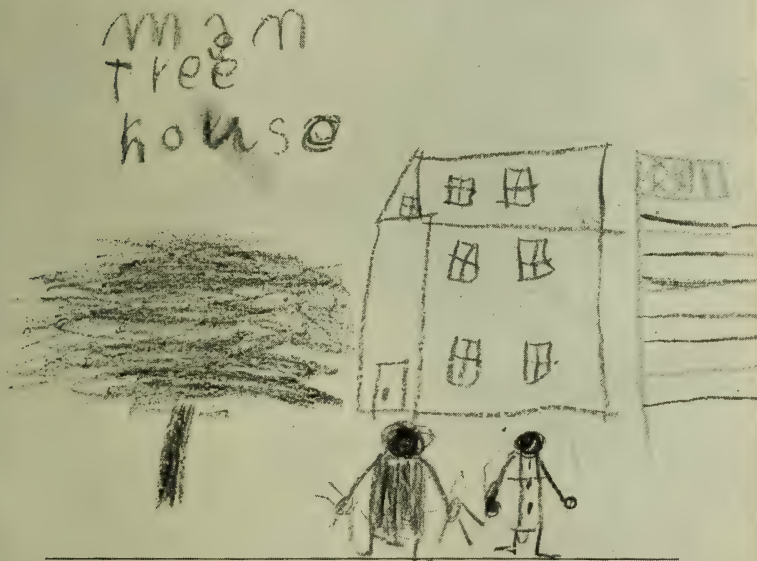
Name of pupil... Mary... School... Caton Grade... II Room... 4...

Every pupil reported on Form A is to write and draw on one of these sheets. Caution: The teacher is not to insert the pupil's name, etc., until after the work has been handed in. The pupil should have no copy or model to look at and should receive no assistance from the teacher.

On the line below have the pupil write his name (or attempt to do so); and the name of the school which he attends.

Mary J

In the space below have the pupil draw a man, a tree, and a house; and anything else he wants to.



If the pupil can write phrases or sentences have him write a letter on the reverse side of this sheet. Have him write to an Aunt or Uncle on "What I did last Saturday". Allow 15 minutes for the letter and give no assistance whatever.

FIGURE 4

FORM E

Name Mary FSchool EatonTeacher Could do none of these

SUBTRACTION SCALE (Woody). Say to the child: "Every problem on this sheet is a subtraction problem (A take away problem). Subtract (or take away) the smaller number from the larger. Work as many of these problems as you can and be sure that you get them right. Do all of the work on this sheet of paper and do not ask any questions. Begin." After ten minutes give the signal "Stop." Give no assistance and make no corrections.

$$\begin{array}{r} 8 \\ 5 \end{array}$$

$$\begin{array}{r} 2 \\ 1 \end{array}$$

$$\begin{array}{r} 11 \\ 7 \end{array}$$

$$\begin{array}{r} 13 \\ 8 \end{array}$$

$$\begin{array}{r} 78 \\ 37 \end{array}$$

$$\begin{array}{r} 16 \\ 9 \end{array}$$

$$\begin{array}{r} 50 \\ 25 \end{array}$$

$$\begin{array}{r} 393 \\ 178 \end{array}$$

$$\begin{array}{r} 567^{100} \\ 1064^{13} \end{array}$$

$$2\frac{3}{4} - 1 =$$

$$\begin{array}{r} 8\frac{1}{8} \\ 5\frac{3}{4} \end{array}$$

$$\begin{array}{r} 27 \\ 12\frac{5}{8} \end{array}$$

$$\begin{array}{r} 5 \text{ yds.} \quad 1 \text{ ft.} \quad 4 \text{ in.} \\ 2 \text{ yds.} \quad 2 \text{ ft.} \quad 8 \text{ in.} \end{array}$$

$$7. - 3.00081 =$$

$$3\frac{2}{8} - 1\frac{5}{8} =$$

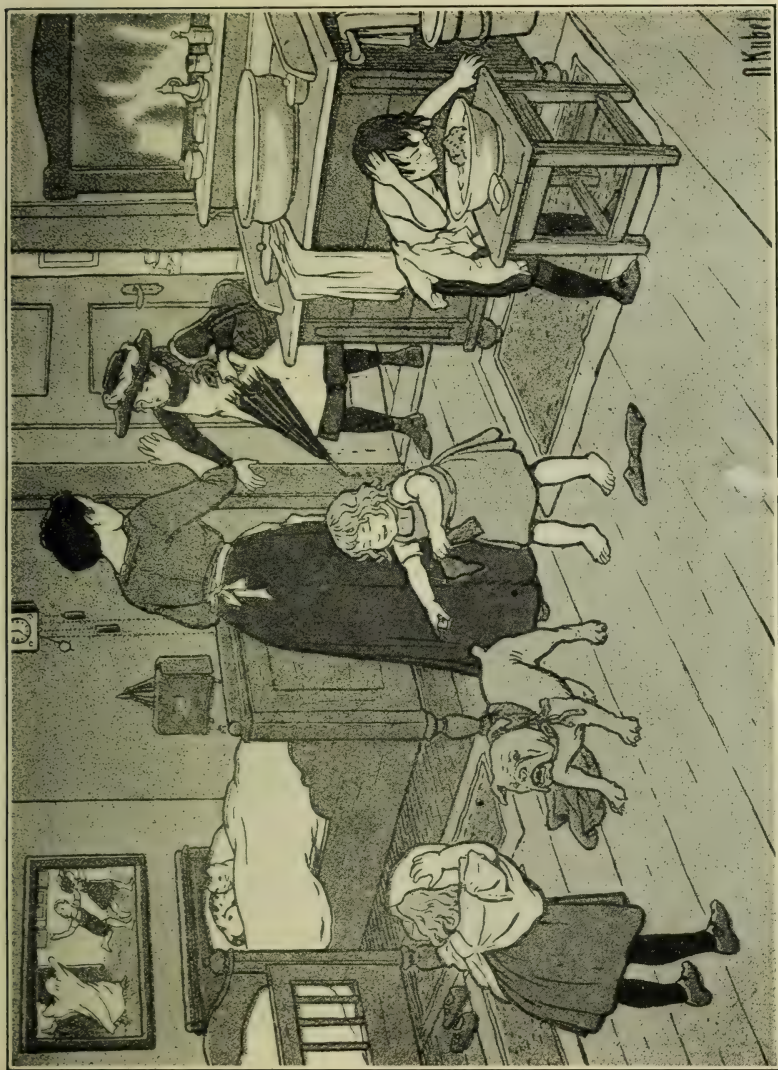
In the space below give two or three illustrations of the most difficult examples which the child can do with fair ease and accuracy. For example: $7+5 =$; $723 \div 6 =$

FIGURE 5

FORM 1

1. Get the attention of the child and show him the picture below. If the child is eight years of age or under, say to him: *Look at this pretty picture. Tell me everything you see in the picture.* Record the child's answer verbatim in the space below the picture.

If the child is over eight years of age say: *Tell me what this picture is about.* Record the response below the picture.



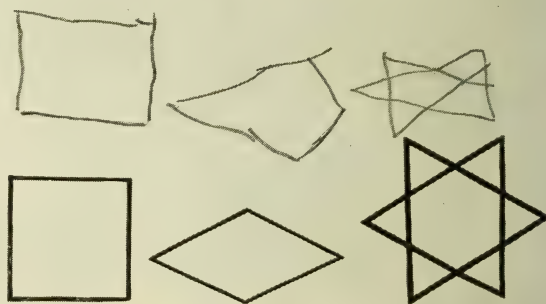
Record here the response in the exact words of the child. After the child is through with his reply ask in every case: *Why is the girl putting her apron over her head?* Record all answers word for word.

FIGURE 6

FORM 2

Name of child *J. J. J. J. J.*
 School *Eastman*
 Recorder *M. J. J. J. J.*

Give the child a pencil (but no ruler) and say:
 You see that (pointing to the square), I want you to
 make one just like it. Make it right here (pointing to
 the space adjoining). Go ahead. Repeat this formula
 for each figure.



In the space remaining have the child write his name, the dictation sentences, and the list of spelling words as directed on Form 3.

monny
see tee e e o o
tee
got
geeros

In adjoining space have child draw design (X's).

19. Point to the round field and say to the child: Let us suppose that your ball has been lost in this round field. You have no idea what part of the field it is in; but you know it is there somewhere. Now take this pencil and begin at the gate and mark out a path to show me how you would hunt for the ball so as to be sure not to miss it.



FIGURE 7

FORM 3

Name Mary F. School Eaton Recorder H. P.

SPELLING. 1. Have the child write his name. A space is provided for this purpose on FORM 2. Dictate the following sentence: *See the little boy*, and have him write it under his name. 3. Then give him the following spelling lesson, dictating each of these fourteen words:

1 cat 2 dog 3 horse 4 animal 5 forty 6 rate 7 children 8 prison 9 title 10 getting 11 need 12 throw 13 feel 14 speak.

READING. Have the child read down the list of words in the three columns below. Cross out every word he is not able to read. If he is ten years of age or older have him read the selection beginning New York, September 5th. Note carefully how many seconds it takes him to read the selection but do not urge him to read fast. Pronounce all the words which the child is unable to make out, not allowing for hesitation more than five seconds in such a case. After he is through reading say: *Very well done. Now I want you to tell me what you read. Begin at the first and tell me everything that you can remember.* After he has repeated all that he can recall you may say, "And what else?" But give no further assistance. Underline every word and phrase which he correctly reproduced. Cross out every word which he omitted or misread, and record the time required for reading: 40 seconds. Underline the adjectives which best describe his reading *Syllabic* (makes a pause after each syllable) *Hesitating* (hitches along making many unnecessary pauses) *Fluent* (no pauses but monotonous) *Expressive* (modulation and intelligence).

ARTICULATION. Have the child repeat after you the following sentence: Go and show this man the little red sled coasting down the hill.

Do not attempt to correct his errors of pronunciation but write them out phonetically below the words mispronounced.

~~bit~~	hand	crown
cow	ten	chew
that	name	kite
~~out~~	head	snag
fox	cold	lace
come	here	lion
who	has	monkey
one	bird	cradle
she	put	naughty
~~on~~	shall	visit

New York, September 5th.---A fire last night ~~burned~~ three houses near the center of the city. It took some time to put it out. The loss was fifty thousand dollars, and seventeen families lost their homes. In saving a girl who was asleep in bed a fireman was burned on the hands.

FIGURE 8

FORM 4

GRADED TESTS

- IV + Counts four
 + Copies square
 V + Compares weights (a) + (b) + (c)
 + Compares faces (a) + (b) + (c)
 (VI) + Counts thirteen +
 + Omission in faces (a) + (b) + (c)
 VII + Right and left (a) + (b) + (c)
 + Copies diamond
 VIII + Counts backward
 + Value of stamps
 IX + Makes change
 + Sentence of three words
 X Finds times (a) (b) (c)
 Draws design
 XII Ball and field
 Abstract words (a) (b)
 Arithmetical Problem
 Rearranged sentences
 LANGUAGE
 V Pencil
 VIII Tiger
 Balloon
 X Dungeon
 Lecture
 Health
 XII Pity
 Envy
 Charity

Name Mary T Age 10-8 Grade II
 School Eaton Recorder H.C.
 PHYSIQUE Small; medium; large. Weak; average; strong.
 Physical peculiarities (face, actions, posture)
 Pedagogical formula 2-2-0-X-2-2
 Mental age 6 I. Q. 56
 Language score
 Drawing Square + Diamond 0 Star 0
 Man 0 Tree + House +
 Ball and field 0 Speech +
 Reading 3-5-7-90"-7 Method +
 Signature last name School 0
 Spelling 14-c-d-a-a
 Arithmetic Problem
 Number sense: Which is more? 5 or 2? + 9 or 7? +
 $\frac{1}{2}$ or $\frac{1}{4}$? $\frac{1}{4}$ or 1-10?
 1. In what city do you live? Grand Avenue
 2. Where is New Haven?
 3. What is the largest country in Europe?
 4. What are shoes made of? Black
 5. What is leather made of? Wood
 6. What is cloth made of? Cheese Cloth
 7. Who lived first: Columbus or Washington?
 8. What was the Civil War about?
 9. Who is Hoover?
 10. What time is it? Half past three
 Actual time 2:31

Name of child Shelley
 School Chesham
 Recorder N. S.

Give the child a pencil (but no ruler) and say:
 You see that (pointing to the square). I want you to
 make one just like it. Make it right here (pointing to
 the space adjoining). Go ahead. Repeat this formula
 for each figure.



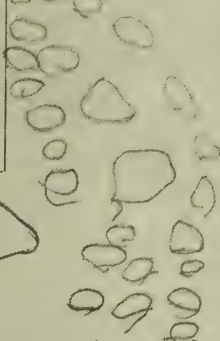
Age, $8\frac{1}{2}$ yrs.
 Mental Age 44
 IQ, 50.

Grade of ability

Reading	0
Writing	0
Arithmetic	0
Spelling	0
Drawing	0
Handwork	0
Plays and Games	N
Ability to take direction	X
Conversation	N



In adjoining space have child draw design (Xb).



In the space remaining have the child write his name, the direction sentence, and the list of spelling words as directed on page 3.

Shelley
Chesham
N. S.

This child is beginning
her third year in the
first grade; but cannot
write her name. Is
obedient; affectionate;
and normal in appearance.

19. Point to the round field and say to the child: Let us suppose that your ball has been lost in this round field. You have no idea what part of the field it is in; but you know it is there somewhere. Now divide this field into four equal parts and mark the gate and mark



and a path, to show me how you would hunt for the ball so as to be sure not to miss it.

FIGURE 10

Name of child Edward C. I. Q. 70
 School Edison
 Recorder H. C.

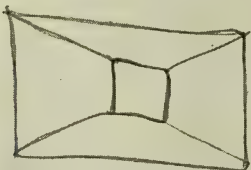
Give the child a pencil (but no ruler) and say:
 You see that (pointing to the square). I want you to
 make one just like it. Make it right here (pointing to
 the space adjoining). Go ahead. Repeat this formula
 for each figure.



Subtraction →

$$\begin{array}{r} 2 \quad 8 \\ 1 \quad 5 \\ \hline 4 \quad 14 \end{array}$$

$$\begin{array}{r} 567482 \\ 106493 \\ \hline 785097 \end{array}$$



In adjoining space have child draw design (Kb).

In the space remaining have the child write his name, the dictation sentence, and the list of spelling words as directed on Form 3.

Edward do
 the george
 cal west
 go down
 money and
 and and
 40 40
 re re
 even
 re

19. Point to the round field and say to the child: Let me suppose that your ball has been lost in this round field. You have no idea what part of the field it is in, but you know it is there somewhere. Now take this pencil and begin at the gate and mark out a path to show me how you would hunt for the ball so as to be sure not to miss it.



FIGURE 11

CHAPTER THREE

SUBNORMAL MENTALITY

MENTAL STATUS OF DEFICIENT SCHOOL CHILDREN

That the 270 cases of mental deficiency revealed by the survey constitute a serious educational problem is clearly indicated by the returns. An examination of the school record and mental performance of these children, as embodied in the survey schedules, gives convincing evidence of the subnormal intelligence with which the school is obliged to deal. We reproduce a few of these survey schedules (pp. 29-30), because they supply suggestive psychological portraits of their subjects. These 270 deficient children are by no means hopeless school problems, and yet they fall so decisively below the average standard that they need specialized educational treatment. They are so many mental brothers and sisters of the 100 pupils who have already been assigned to special classes.

There is nothing very exceptional about the ages of this group of children. They range from 5 to 16 (and one child of 19), as shown in the distribution curve (Figure 12). But a comparison of this distribution curve, with that for their mental ages, discloses a striking disparity. The latter curve is markedly skewed to the left. If the wave of mental development, so to speak, had not been obstructed, the two Figures A and B would have been nearly identical. As it is, they only partially overlap.

The relationship between mental age and chronological age is in any individual case of considerable significance. This relationship is expressed by the intelligence quotient or I. Q.,—an index which is derived by dividing an ascertained mental age by the given chronological age and expressing the quotient on the basis of 100. Our survey measurements were only approximations. It is significant, however, that over 220 cases out of the total group of 270 have an I. Q. of less than 75.

Fifty cases were classified as probably deficient in spite of a relatively high I. Q.

The pedagogical quotient of this group was calculated from the data, and appears to have considerable import, as shown by the distribution curve (Figure 13). The calculation was

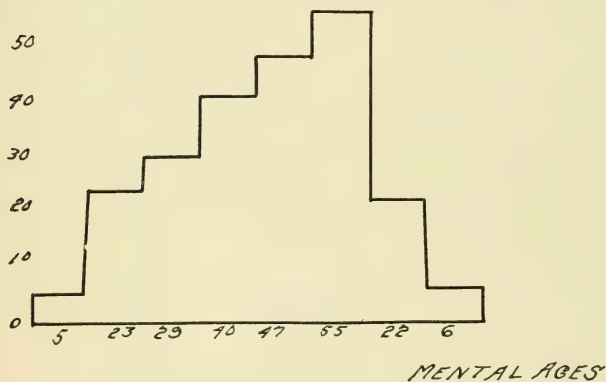


FIGURE 12

made as follows: The teacher of the child had been asked to estimate his school ability in reading, arithmetic and spelling, and to score the same in terms of school grade (see Form C). This score was for each subject translated into the age normal for the grade (Grade I = Age 6.5, Grade II = Age 7.5, etc.). The average for each child was determined and this

average was divided by his actual age, giving his pedagogical status or P. Q. The P. Q.'s range from 30 to 85; but there were only 9 cases with a P. Q. of over 75, and the median for the whole group is 60.

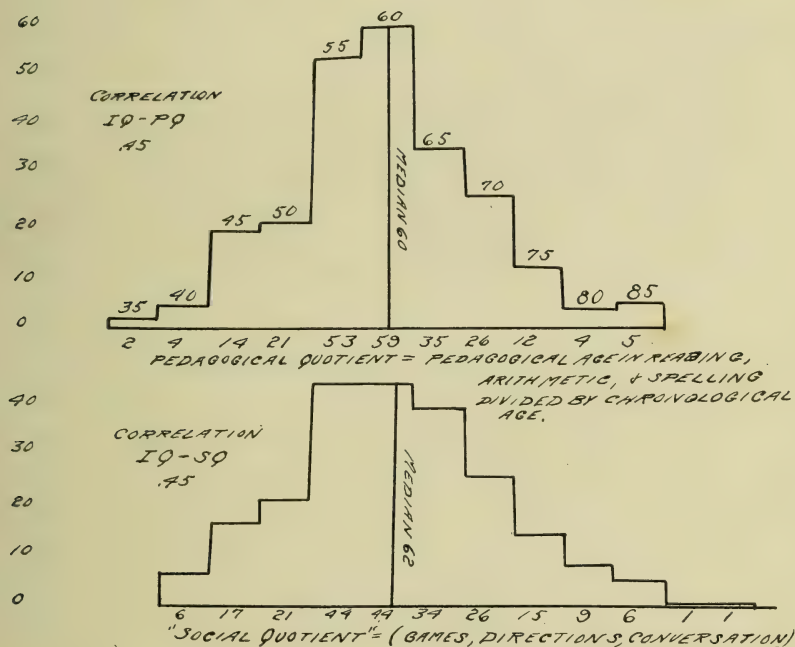
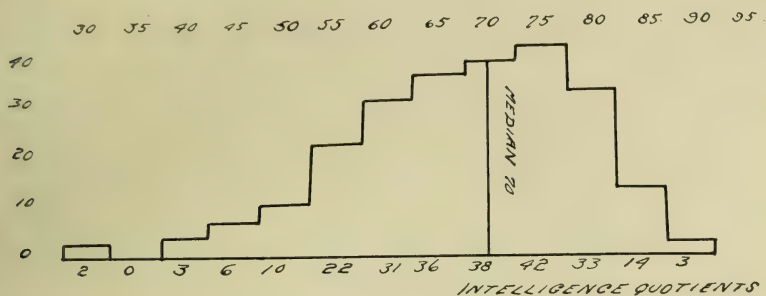


FIGURE 13

In the same manner we attempted to derive a rough index of the child's social development as shown by his reactions in games, his ability to take directions and his conversation. He was scored by the teachers in these three respects, precisely as

in his school work. The scores were averaged and the average divided by actual age, the resulting index being called for convenience the social quotient or S. Q. The distribution curve (Figure 13) shows the median S. Q. to be 62; only 18 cases have an S. Q. of over 75.

These three graphs (Figure 13) corroborate each other, and no doubt furnish a fairly accurate statistical summary of the psycho-educational status of 270 New Haven children who cannot profit from ordinary methods of instruction. If more evidence is needed it may be looked for in the series of graphs reproduced on page 35 (Figure 14). These graphs show the age distribution of 270 deficient children and reveal that

- 71 children over 8 years of age cannot describe a simple picture;
- 66 children over 8 years of age cannot copy a diamond;
- 31 children over 7 years of age cannot read at all (only 39 out of 270 read fluently or with expression; the remainder read imperfectly, syllabically, haltingly);
- 95 children, ranging in age from 9 years to 16 years, cannot write their whole name.
- 126 children do not respond correctly to the simple question "In what city do you live?"
- 109 children, ranging in age from 10 years to 16 years, cannot tell time.

The mental status of the 100 children already enrolled in special classes is, if anything, somewhat lower than the group of 270 in regular classrooms. Their average mental age is from 6 to 7 years, their average life age from 11 to 12 years.

THE AFTER CAREER

What happens to these subnormally minded children when they leave school? We cannot say with statistical accuracy because the records are not at our disposal; but we may be certain that it is these very subnormal children who as youths and as adults may pile up for society a large burden of inefficiency, crime, vice and dependency. It is always well to remind ourselves that our future social problems are concretely foreshadowed in the children who are now making a failure of school life,—the children revealed by our mental survey.

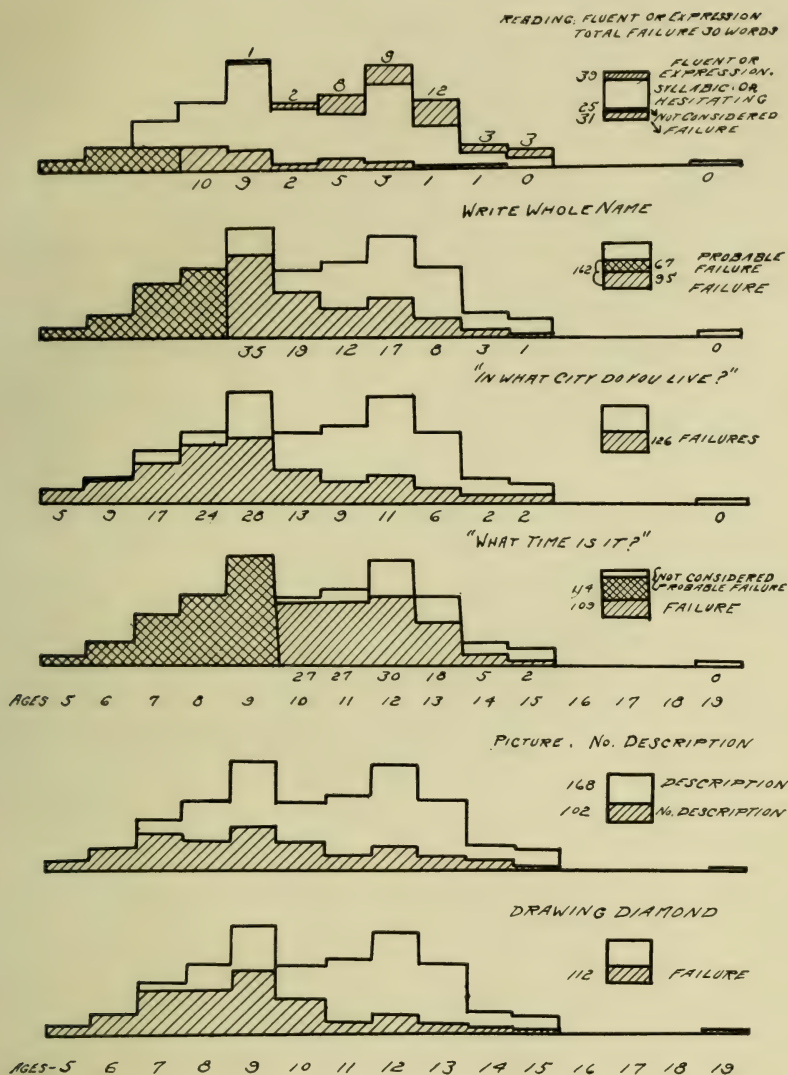


FIGURE 14

Recently we made a slight follow-up investigation of 22 definitely deficient children who had been found in 1915 in one of the New Haven schools (Ferry Street). This was an unusually large group for such a small school. Even so, 7 of the deficient children had been lost track of entirely at the

time of the investigation; 5 had gone into industry; 5 had been transferred to other schools and 5 were still attending Ferry Street School. Meanwhile 7 new cases of mental deficiency had enrolled. Of the children working, one or two were doing fairly well; and the others were certainly in need of some degree of supervision. Among the latter was an immigrant girl who had come to this country in 1915 and married before she was sixteen, with a mental age less than half of her matrimonial age. These figures suggest the necessity of after care, and they also show how the problem of mental deficiency, while ever changing in any school, is also constantly renewing itself.

To comprehend, then, the scope of the problem of juvenile mental deficiency in New Haven, we must visualize not only the 370 feeble-minded pupils now sitting in the desks of the public schools; but a hundred more who were but recently there and are now attempting the hazardous task of competing in the struggle for existence, on equal terms with their mental superiors. Does not the fringe of public school responsibility extend to these youths whose mental development was permanently arrested at the level of the primary and intermediate grades?

Before discussing the provisions necessary for the mentally deficient, we will summarize the findings of the survey in regard to other types of educationally exceptional children.

CHAPTER FOUR

SUPERIOR AND ATYPICAL MENTALITY

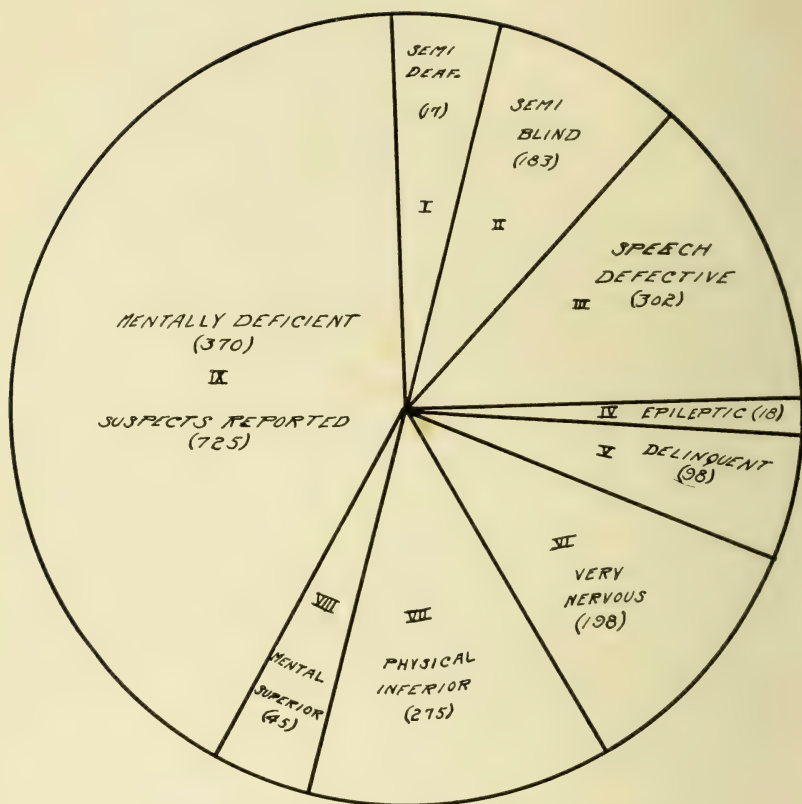
OTHER TYPES OF EDUCATIONALLY EXCEPTIONAL CHILDREN

Following printed instructions, the teachers reported (on Form B), in all, nine classes of exceptional children. These returns are summarized and analyzed for sex and school in the accompanying table. Although the standards used in making the returns were not strictly uniform, it will be noted that the census called for only the more extreme and serious deviations. An effort was made to exclude the milder and less consequential variations from the normal. The figures, therefore, can hardly be taken as exaggerations, even though they seem to indicate that about one child in every fifteen deviates sufficiently from the normal to demand special educational consideration.

The totals for the nine groups of exceptional children are as follows:

			<i>Percentage of Boys</i>
I.	77 or 1 in 308: Semi-Deaf		62
II.	183 or 1 in 129: Semi-Blind		53
III.	302 or 1 in 78: Speech Defective		70
IV.	18 or 1 in 1328: Epileptic		55
V.	98 or 1 in 243: Delinquent		79
VI.	198 or 1 in 119: Nervous		69
VII.	275 or 1 in 86: Physically Inferior		56
VIII.	45 or 1 in 527: Superior		59
IX.	725 or 1 in 33: Seriously Backward		
	(370 or 1 in 64: Mentally Deficient)		

Incidentally it is interesting to note that there is a marked preponderance of boys reported in Groups III, V and VI, as shown by the percentages in the last column.



DISTRIBUTION OF 1921 EXCEPTIONAL CHILDREN
REPORTED BY 500 TEACHERS

FIGURE 15

		I	II	III	IV	V	VI	VII	VIII	IX
Abraham Lincoln	763	2	7	8	0	4	2	2	0	24
Barnard	427	5	5	11	0	0	12	14	0	12
Barnes Avenue	67	1	2	3	1	3	1	1	0	8
Benjamin Jepson	303	0	2	9	1	1	9	6	2	22
Cedar Street	863	1	5	7	1	10	5	7	0	19
Clinton Avenue	680	1	3	7	0	1	5	5	3	13
Dante	448	1	0	8	0	0	1	5	0	27
Davenport Avenue	237	0	1	2	0	0	4	1	0	1
Dixwell Avenue	176	1	1	5	0	2	2	0	4	2
Dwight	528	0	2	5	0	0	4	1	1	16
Eaton	726	2	4	9	1	3	5	1	0	13
Edwards Street	507	2	3	5	0	0	2	5	0	6
Ezekiel Cheever	370	2	3	8	0	5	12	16	1	6
Fair Street	422	4	18	8	0	6	7	50	2	11
Ferry Street	325	1	2	2	0	1	5	5	0	34
Greene Street	970	1	6	11	0	11	1	4	0	18
Greenwich Avenue	8									7
Hallock Street	418	1	1	2	0	1	4	4	1	12
Hamilton	1,547	1	9	14	2	2	6	12	0	16
Horace Day	546	4	4	10	0	2	9	20	0	47
Humphrey Street	177	0	1	0	0	0	0	0	0	5
Ivy Street	884	1	18	15	1	3	11	3	4	21
Kimberly Avenue	330	1	1	5	1	0	5	2	0	6
Lloyd Street	166	0	0	1	0	0	0	0	0	1
Lovell	557	4	6	4	0	0	3	6	0	8
Morris Cove	157	1	0	1	0	0	3	3	8	13
New Haven O. A.	26	0	0	1	0	0	3	0	0	7
Oak Street	177	0	0	7	0	2	3	2	0	5
Open Air		0	0	0	0	0	0	5	2	0
Orange Street	571	5	7	6	3	1	3	4	3	6
Orchard Street	174	1	1	3	0	0	4	3	1	17
Prince Street	773	1	8	11	0	6	4	2	1	20
Quinnipiac Avenue	166	0	2	1	0	2	1	1	0	5
Roger Sherman	527	2	2	4	0	2	9	5	3	19
Scranton Street	923	2	1	6	0	1	2	2	0	6
Skinner	508	3	7	13	1	1	3	7	0	28
St. Francis O. A.	360	2	2	9	0	3	1	0	0	11
Strong	584	3	6	8	1	3	4	8	1	25
Truman Street	880	7	8	6	0	0	8	4	3	8
Wallace Street										
Washington	555	1	7	6	1	1	11	16	3	40
Webster	636	1	6	5	2	3	1	5	0	22
Welch	479	1	4	3	0	4	5	3	0	18
West Street	162	0	3	2	0	0	1	1	0	7
Whiting Street	19	0	0	1	0	2	0	1	0	7
Winchester	815	1	7	16	0	1	4	3	2	23
Woodward	350	2	1	8	0	1	4	0	0	12
Woolsey	793	4	1	5	1	3	4	12	0	30
Wooster	573	1	1	6	1	1	1	2	0	30
Worthington Hooker	455	1	4	5	0	2	1	5	0	4
Zunder	595	2	1	10	0	4	3	11	0	17
Total, 506 Rooms	23,713	77	183	302	18	98	198	275	45	725
Groups		I	II	III	IV	V	VI	VII	VIII	IX

These statistics reveal extensive and far-reaching individual differences among school children. They do not by any means indicate that group methods of instruction are impossible or undesirable; but they do place a premium upon variety and flexibility of teaching arrangements. We cannot do justice to these individual differences without a large variety of elastic auxiliary devices of instruction and training. Progressive school administration will favor such devices. Democracy does not stand in the way. Only by frank recognition of individual, regional, racial and other differences can some of the most perplexing problems of democracy be worked out.

THE RELATION BETWEEN SOCIAL STATUS AND INTELLIGENCE

As part of the survey of these mental variations among school children we decided to compare the intelligence of children of low social status with that of children of average and superior social status.

As representative of children of low social status were chosen the children living in a county home for dependent children. All the children in the "Home" above the kindergarten were considered. As representing children of average and superior social status, a school was chosen which was considered by the superintendent of schools and his assistant to be the one of fifty containing probably the highest percentage of pupils from "well-to-do" homes. All the pupils of the fourth and sixth grades were tested, together with pupils from the third, seventh and eighth grades sufficient in number to fill all available seats in the fourth and sixth grade rooms. The school principal was requested to pick from the third, seventh and eighth grade pupils of the highest social status. These were therefore highly "selected" while the fourth and sixth grades probably contained pupils of both average and above average social status. The number of pupils tested in each grade in the two schools was as follows:

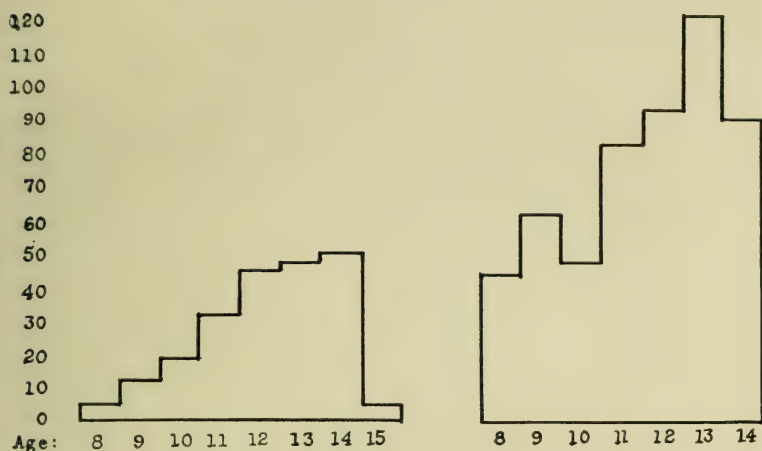
TABLE I

Number of pupils in each grade

Grade		K	2	3	4	5	6	7	8	Sp. Cl.
Home		14	55	26	20	..	12	..	..	21
School		..	..	11	37	..	35	3	10	..

Graph I

Showing the Average Scores for the Different Ages.



Graph II

Showing the Distribution of Intelligence Quotients in the Home and in the School

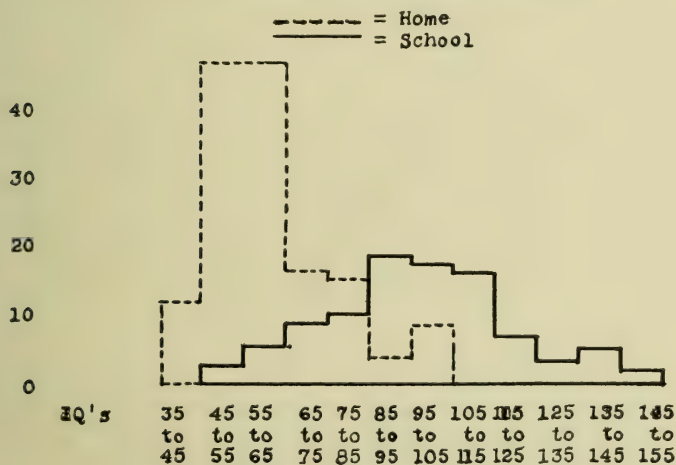


FIGURE 16

From these figures and graphs it is very evident that the scores of dependent children, presumably of parents of low social status, tend to be much lower than the scores of children of homes of average and superior social status.

To give the comparison another aspect we have determined the distributions of intelligence quotients of the children of each institution. These values are only approximate since norms for the scale are as yet only tentative. The quotients for pupils below eight years will not be represented as these would not be of sufficient accuracy to warrant consideration. The two distributions of I. Q.'s are shown in the accompanying table graph.

TABLE IV

Showing the distribution of Intelligence Quotients in the Home and School

I. Q.'s		35	45	55	65	75	85	95	105	115	125	135	145
		to	to	to	to	to	to	to	to	to	to	to	to
		45	55	65	75	85	95	105	115	125	135	145	155
Home		12	46	46	17	15	4	8	...	...	...	...	...
School		..	3	6	9	10	18	17	16	7	3	5	2

Here again we see the same marked tendency to difference in intelligence from which we believe it is safe to conclude that children from homes of high social status tend to be considerably more intelligent than children from homes of low social status.

These statistical results are so consistent and decisive that they must have not a little significance. To be sure they represent the extremes of public school population; but they definitely suggest that comparable intellectual differences may be found in contrasting the more and the less favored districts of any large elementary school system. Just as we have individual differences among children, so must we reckon with group differences among schools or neighborhoods,—differences in average raw material as indicated by native mental endowment. Likewise some schools are much more homogeneously constituted than others. From the standpoint of school administration, we are not justified in holding the same absolute standard for all schools, nor in expecting the same educational output when school work is measured. Different schools may apparently deal with widely different grades of human material.

PROVISIONS FOR EDUCATIONALLY EXCEPTIONAL CHILDREN

One object of the survey of the New Haven elementary schools, was to suggest the outlines of an educational policy with reference to the important group of mentally deficient children. Such a policy, however, should not develop without due regard to those children who, while not subnormal, are mentally or physically of such exceptional status as also to need special educational consideration. We shall therefore make brief suggestions in regard to these various educationally exceptional children before discussing the needs of the mentally deficient group.

The New Haven schools have already made definite progress in meeting the requirements of several types of such exceptional children, notably the delinquent, the physically inferior, the rapid promotion and the backward pupils.

THE BACKWARD CHILD

The special arrangements in behalf of the numerous group of academically backward children are perhaps more complete than those of any American city of similar size. Some thirty-five special teachers are attached to as many buildings giving individual instruction to pupils who are in academic arrears. This tutorial instruction in the aggregate must accomplish considerable salvage. What is probably most needed in the future development of this work is an increasing emphasis upon the actual measurement and interpretation of the mental factors which are at the basis of the academic backwardness. These factors are so diverse and variable that they often need special psychological investigation before they can be evaluated. A supervisory assistant competent to conduct such elementary psychological inquiry could be of real service to the group of special teachers in the interpretation and management of their backward pupils.

THE SUPERIOR CHILD

The superior child is more in danger of retardation than the dullard. Whether the provisions for the superior child should be of the same extent and of the same character as those enjoyed by the backward pupil is a question. Although mental measurements show that superior children are just about as

numerous as subaverage and deficient children, it is unsafe at present to make sweeping generalizations. It is certain, however, that the superior child should be more definitely recognized by teachers and school authorities. It is very significant, in our mental survey, that while the elementary teachers suspected 725 children as being mentally deficient; these same teachers regarded only 45 children as being superior. One child in 33 reported as possibly deficient and only one child in 527 reported as superior! Whatever else this may mean, it proves that superior children are in need of more general recognition. In a democracy which is so constantly demanding numerous leaders a greater premium must be placed in the public school upon mental ability. This great social problem of picking and training leaders begins in the elementary school.

Many superior children are of the rapid promotion type, and the local summer school provisions for doubling a grade, are a definite benefit to this type when systematic hygienic safeguards are not neglected.

For other children of superior intelligence and distinctive talent the problem is one of providing more abundant opportunities for expression and assimilation. For them the educational diet is far too limited and needs a generous addition of growth protein. Modified school schedules and special supplementary programs for selected pupils are needed to meet the situation. Regular teachers could do more to make such rearrangements, but they need guidance and detailed suggestions which a special supervisory assistant in this field of auxiliary education could organize. There are group methods which need consideration; but the problem of the superior child will to no small extent remain one of individualization under expert guidance.

THE DELINQUENT CHILD

The reduction of juvenile delinquency and the ultimate reduction of adult crime is one of the most serious tasks of the public school. An analysis of the admissions to the Cheshire Reformatory shows that over 40 per cent of the offenders started their criminal career before the age of fourteen while still of school age, and that truancy was very often the first danger signal in the development of such a career.

The special room for truants and disciplinary cases meets part of the problem; but there are decided limitations to the group treatment of delinquent children. There will always be a large majority of cases which must be handled in regular classrooms, and which must be attacked as complicated individual problems from a variety of angles, by several persons and one or more social agencies taking consultation together. The importance of medical and psychological study of all serious cases of delinquency should be recognized, and the assistance of clinics and social agencies should be more frequently utilized.

One of the most promising methods of attacking the problem of crime is through improved provisions for all mentally subnormal schoolboys and schoolgirls. It is well known that one out of every four or five of our criminal population is mentally defective. We are therefore striking the source when we establish special classes for mentally subnormal school children.

THE PHYSICALLY INFERIOR CHILD

Certain kinds of physical handicap and inferiority can be successfully handled by group methods. This has been amply demonstrated in the work of the two open-air classes. These classes, must, of course, be ultimately increased in number.

The undernourished child is in danger of neglect because he is likely to be considered "well." Even without the use of measuring rule and weighing balance, 275 children were reported as "seriously undernourished, poorly developed and easily fatigued." Many of these cases are so serious that they demand a special educational policy. Nutrition clinics and classes would best meet the situation. The simple procedure of weighing and measuring each child to determine whether he is habitually 7 per cent or more under weight for his height would help to identify many cases of malnutrition. Such weighing and measuring should be a universal school practice. Although this problem is fundamentally medical, so much of the work is educational in character that it may well be considered in connection with the total problem of special classes and auxiliary educational provisions.



THE SPEECH-DEFECTIVE CHILD

There are two major types of speech defect—*stuttering* and *lisp*ing. In stuttering there is a spasmodic or uncontrolled repetition of words, syllables, or initial sounds, usually consonants. Lisp

ing is a faulty articulation, slurring, mispronunciation or substitution of sounds. Teachers were asked to report only cases of *very* faulty articulation and of stuttering. The total number of cases reported was 302, or 1 in 78.

Evidently this is a problem of no small dimensions. Even if we disregard lisp

ing altogether, there are probably fifty severe cases of stuttering in the New Haven schools, and a still greater number of milder cases.

These stuttering children are sadly in need of public school attention; for, as a rule, they are neglected both by parents and physicians. Only those familiar with the subject can appreciate how serious this handicap is, what suffering it causes, and what effects it produces on the more sensitive child. Stuttering is a disease, often associated with serious mental and nervous complications, but it is definitely curable, and responds to corrective training.

Such training is largely a skilled and specialized phonic instruction which can be given in public school classes. For many years European public schools have provided this speech-corrective work; and it will some day be considered a natural function of schools in this country. New Haven should have at least one teacher-expert to conduct speech-corrective classes and to train selected teachers who would assist in part-time work with groups or individuals. It would take a relatively small amount of money and of organization to remove the neglect from which this group of children suffers. Not only would the speech-defective children benefit, but the standards of spoken English throughout the schools would probably be favorably affected. It really ought to be part of our Americanization program to raise those standards and to insist on more abundant and purer conversational English in the kindergarten and primary grades. Systematic attention to spoken English in these lower grades would also probably reduce the number of stutterers and lisp

ers in the higher grades.

OTHER TYPES OF EXCEPTIONAL CHILDREN

The remaining types of exceptional pupils reported in our survey census for the most part constitute purely individual problems, which in the absence of a special supervisor must be solved by the regular teacher. If the teacher will consult parents, physician, principal and clinics she may often work out some solution of the more difficult cases. Certainly adjustments and readjustments must often be made, if the semi-deaf, the semi-blind, the epileptic and hypernervous child is to remain comfortably and advantageously in school. It is possible that the segregation of the near blind in one or more groups under a special teacher would be the best solution. It may even be advisable for the board of education to consider the establishment of a lip-reading class for the younger deaf children who now find difficulty in entering an overcrowded state institution, and who often could be advantageously retained in their own homes if the city schools provided the necessary instruction.

The very nervous child, the occasional epileptic of relatively normal intelligence, and the occasional psychopathic child usually need a modified educational program. Regular teachers should be encouraged to use the medical, psychomedical and social service facilities of the community in ameliorating the conditions of these children. Even though there may be no special classes for such children, the educational environment should be adapted to them so far as it is humanly practicable. Not to make the adaptation means neglect, and sometimes actual injustice, to the exceptional child.

CHAPTER FIVE

SCHOOL PROVISIONS FOR MENTALLY DEFICIENT CHILDREN

In this chapter we shall discuss the possibilities of developing through the public school system, adequate community care of mentally deficient children and youth. These possibilities are well illustrated by the conditions in New Haven. A few years ago there were no special provisions whatever for mentally deficient pupils. Now about one-half of the total number are being cared for in seven special classes and in one special school, all under the auspices of the local board of education. This is an excellent start. There is, however, no logical justification for caring for only half of the full quota. The present provisions may be gradually extended in such a way as not to make excessive demands on the budget. If during the next four years New Haven will each year add the equivalent of four special classes, the fundamental school provisions will by the end of that period be fairly complete. Such additions should not, however, be haphazardly made, but should be guided by a predetermined working policy.

A PLAN FOR NEW HAVEN

In the accompanying map we have indicated a plan which will take care of the requirements of the whole city in an equitable way, and also leave room for still further growth. The scheme represents a combination of the special classes and special schools, and favors the vocational education of all the higher grade children. A similar scheme, subject, of course, to local variations, would apply to any city community.

The proposals may be summarized as follows:

1. The double rooms for deficient pupils at Welch School and Dante School should be continued.
2. The double room at Dixwell should be continued, but it is suggested that the two regular classes now in this building

be removed elsewhere as soon as possible, so that the entire building may be converted into a graded four room special class school. Domestic services and simple household and office occupations might be made special objects of training.

3. The single room now in the Edwards Street School should be abandoned, and moved into a Home-School of three or four classes located somewhere in the neighborhood of the Skinner School. It is recommended that a suitable building with ample yard and garden space be found and remodeled to suit this purpose. This would be economical and would even have certain advantages over a brand-new structure built along conventional lines. The informality and domesticity of arrangements which would naturally result from the adaptation of one of these old New Haven dwellings, would be a positive asset in the proper treatment of a group of defective children. It is desirable to make a frank departure from the academic features of an ordinary schoolroom.

4. The proposal to establish a special school in the Fair Haven district is at the present writing no longer a proposal. The board of education has with commendable foresight purchased an old roomy residence on Grand Avenue, and under the devoted direction of the supervisor of special classes this has been speedily converted into an attractive special school for mentally subnormal children,—The Fair Haven Training School. A hundred children are now in regular attendance; there is a waiting list, and children of normal intelligence have actually petitioned their elders to be permitted to enjoy its educational advantages,—the cooking, sewing, woodwork, handicrafts and gardening.

Practically without exception the parents of subnormal and problematic children have co-operated in the organization of the school, and the neighborhood is developing a local pride in this new educational institution. There are even indications that in certain cases parents will change their residence and foster children will be placed in near-by homes in order to make the school accessible. England is beginning the practice of placing small groups of handicapped children like the crippled or deaf in family homes near public schools where these children can get more favorably and more economically the same special training which they might otherwise have to receive in some residential institution. This arrangement has

great possibilities and invites co-operation between state and city.

5. A double room similar to that at Dante could be established in the neighborhood of Oak and Howe Streets.

6. One special class or double room should be established in the Saint Francis Orphan Asylum. This step should unquestionably be taken in the near future. The problem of the child who is at once dependent and defective is of peculiar importance. Such a child cannot ordinarily be recommended for adoption nor can such a child be as safely placed out as can the child of normal mentality. He is always in need of special protection or supervision, if not of actual custody. Unfortunately, in the very nature of things, mental deficiency is often closely associated with dependency and neglect. The survey findings reported on page 40 indicate this association. In another study,* definite mental deficiency was found to be about seventeen times more frequent among the New Haven County Home children than among unselected children. Dull or borderline mentality was over three times as prevalent. Conditions in this Home led last year to the establishment of a special class for the feeble-minded group. There are now twenty children in this class, with others waiting for admission. Conditions in the Saint Francis Orphan Asylum call for a similar measure. Such action should benefit not only the deficient children, but leave more energy for the teaching of their less handicapped companions.

7. The old Carlisle School building should be converted into a Shop School; which ultimately might accommodate as many as sixty subnormal youths, and provide them with elementary industrial training. There is a decided need for such provision in the New Haven school system. After a child has been in a special class, perhaps under one teacher, for several years, and has entered well into his teens, it is too much to expect that the same equipment and same program shall carry him along a few years more. The ordinary special class is best suited for providing general training to children of younger and intermediate age; but for youths with muscular strength, physical bulk and moderate mental capacity a vocational or prevocational type of training soon becomes very urgent. The

* Arnold Gesell: Feeble-minded Children in the County Home Schools of Connecticut. State Board of Education, Hartford, 1918.

Boardman Apprentice School is hardly in a position to furnish such training; although it has succeeded admirably with many dull-witted boys and a few feeble-minded ones. It is conceivable that rearrangements and readjustments could be made within Boardman to take care of a subnormal group of moderate size. Such adaptations, particularly, in individual cases are to be encouraged. But for many reasons a special Shop School for the more promising subnormal and borderline youth, particularly the boys, is to be strongly recommended.

In the first place such a school would introduce the element of promotion into the special class system. It would have a beneficial effect upon the special class. It would enable us better to discover the vocational capacities of many pupils; and would certainly enable them better to hold their own in selected occupations. Such special schools would therefore become an instrument for vocational guidance, and an aid to actual vocational placement and supervision. Educationally the aim of a Shop School like the one under consideration, should be not only to afford specific training, but to furnish preliminary experience in several kinds of shop and factory work,—a general, prevocational form of training which has proved itself to be valuable. Socially, the Shop School promises to become a lever for co-operative relations with industry, which will enable us to keep in the community an increasing number of higher grade youths, safe, happy and partially self-supporting.

8. A Farm School should be established on Bassett Street near Dixwell. This school could accommodate one or two classes for younger children and also provide the means for an agricultural kind of training for children over fourteen or sixteen. That the feeble-minded are most happy and successful in farm occupations is a truth, freely recognized, but scantily applied. Farm colonies are an amazing success with adult feeble-minded. We need but to modify and educationally adapt the farm colony idea, to make it a most useful feature in a complete system for the care and training of the juvenile feeble-minded. New Haven has a splendid opportunity not only to accomplish this result, but to make a demonstration which would be a source of local pride and an object lesson for other communities.

A GENERAL PROGRAM AND POLICY

It is admitted by competent authorities that mental deficiency is a leading social problem. A constructive program for the public school care of deficient children and youth is indispensable for the control of the problem; and is entirely in line with the ever expanding sociological functions of our public educational machinery. The public school really constitutes the most promising, and in the long run, the most economical instrument for the social control of this great human and community problem. We prefer not to call mental deficiency a menace, because, sincerely attacked, it yields very definitely to management and control. It can only be sincerely attacked by means of a broadly conceived program and a consecutive policy.

As an aid to the visualization of such a policy, we have drawn up a summary which represents the essential features in a complete program for the care of the mentally deficient children and youth in a community like New Haven. The financial burden of such a program is by no means prohibitive. Indeed in the long run there will be an actual economic gain if we convert the higher grade of feeble-minded into a controlled asset, and there will be an incalculable benefit to the large army of normal children, whose educational advantages are bound to improve as a reflex result of the very measures which we take in behalf of subnormal children.

These measures, which properly related would constitute a complete constructive program, may be discussed under six headings.

*A Model Program for the Community Care of
Mentally Deficient School Children*

1. *Classification of Exceptional School Children*

School enumeration of handicapped pupils

Psycho-Clinical Examination

(a) Pre-School

(b) School Entrance

(c) Referred Problematic Cases

Mental Tests and Surveys

Progressive Records of Exceptional Pupils

2. *Special Programs for Exceptional Children*

Assistant Supervisor to initiate and supervise individual programs for educationally exceptional children in regular classrooms

Group Conferences to consult in regard to individual cases

3. *Special Classes*

(a) for mentally deficient

(b) for borderline pupils

To provide general training and to rehabilitate selected cases which may be restored to the grades

4. *Special Vocational Schools*

Shop School

Farm School

Domestic School

Trade School for Selected High-Grade and Borderline Cases

5. *Vocational After Care and Guidance*

After care supervisor

Follow-up records

Consultations with parents, employers and social workers

Voluntary after care committee

Vocational Probation by Juvenile Court

6. *Professional Training of Personnel*

Special Training Course for Special Class Teachers

Regular Conferences with Supervisors and Assistant Supervisors

Co-operation with Social Agencies

1. CLASSIFICATION OF ALL EXCEPTIONAL CHILDREN

Seriously exceptional pupils of all types should be discovered by the public school and placed on record and under some kind of supervision. By means of an annual or biennial census, similar to that used in the present survey, valuable records could be accumulated. Mental testing by the supervisor of special classes for subnormal children will aid in the task of classification. Problematic cases should be referred to medical

and psycho-medical clinics for clinical examination. Ultimately there should be provisions for the discovery of exceptional children during the pre-school age, and for a thoroughgoing examination of all children on school entrance.

Child classification is the prerequisite of child hygiene. Measurement and classification of material are essential to all engineering, whether mechanical or human. A biographical health and development record should cumulatively follow the exceptional child in his progress through the schools and should pursue him some distance on his discharge.

2. INDIVIDUAL PROGRAMS AND SUPERVISION FOR EDUCATIONALLY EXCEPTIONAL PUPILS

Psychological classification leads to the recognition of the special needs of selected pupils. For many high-grade, borderline and deviating cases special educational programs could be instituted in regular classrooms. An expert supervisor, with administrative skill, would be necessary for the initiation and supervision of such programs. A special class teacher reaches only fifteen subnormal pupils. It would be sound and economical policy to seek out those children who can be advantageously retained in regular classrooms, if special educational readjustments are made. We cannot simply let such pupils float along in the regular rooms; but by the device of supervised, specialized programs commitment to special classes could in numerous cases be deferred or avoided. It is recommended that one expert teacher be appointed, with the title of assistant supervisor of special children, who, under the direction of the present supervisor, shall organize special individual programs for selected exceptional pupils of all types who are not assigned to special classes.

3. SPECIAL CLASSES

The special class is an indispensable feature in any scheme for the public school care of deficient pupils. It is a boon not only to the subnormal child, but to the whole public school system. The main purpose of the special class should be to furnish the pupil general training, largely of a non-academic character. Habits of deportment and motor control are particularly important. Manual activities and physical training,

are essential; the three R's are secondary and for the most part purely "cultural." Children should be assigned to the special class as early as possible to derive the most from the advantages it offers. Ideally they should not remain in the average special class over five years, but should be transferred to a school where the work is more definitely prevocational or actually vocational. Sometimes, it is both feasible and desirable to assign a child to a special class for a short period and then return him to the grades. Borderline, doubtful and atypical pupils may be assigned as probationary or observation cases. It would indeed be very advantageous if one special class in the hands of a properly qualified teacher could be used as an observation station for the handling of such cases. This class could also be utilized as an aid in the development of individual programs for exceptional children who are not permanently assigned to special classes.

The method which New Haven has favored in special class organization is the double special class. This is an excellent arrangement. It has some of the advantages of a special school. It permits a certain degree of departmentalization in the conduct of the work. Two special teachers working co-operatively in adjoining rooms can group and regroup and interchange their children in the course of the daily or weekly program. This permits a maximum use of equipment, it makes possible a larger amount of group instruction, it allows two teachers to supplement each other, and usually makes the work more pleasant for both. The double room arrangement has worked so successfully in New Haven that it should not be abandoned. It is worthy of imitation in other communities.

4. VOCATIONAL TRAINING

It must never be forgotten that the great majority of the feeble-minded are vocationally competent, and may be converted by the community from liabilities into economic assets. They will never be 100 per cent efficient, but fractions of efficiency as low as 50 per cent are probably entitled to conservation, when all things are considered. The only hope of controlling the problem lies in the direction of vocational training and supervision. Therefore, special schools like the Farm School, Shop School and Home School already described are

necessary to a completed public policy. Special classes should train all the higher grade children for schools of this type or for special courses within the local trade school, or within selected local industries where special training and working conditions may be deliberately provided. England during the war successfully placed and supervised some of her feeble-minded youth in approved industries. We may do as much for our morons in times of peace.

5. VOCATIONAL AFTER CARE AND GUIDANCE

A mentally deficient youth may be able to earn wages, but he usually is not able to save them or to spend them with ordinary prudence. For this reason alone,—and there are several other important reasons,—the community cannot afford to withhold the external support, which it willingly supplied while the youth was still a schoolboy. In a certain sense the mentally deficient cannot graduate from school; they cannot earn a working certificate; they cannot shift for themselves.

They therefore need vocational guidance in a very vigorous sense. They must not only be placed properly in an industry or an occupation, but they must be kept under a form of vocational probation and supervision. The goal should be to keep as many subnormal youths as possible in their local community, happy, secure, productive. This goal can be reached if we abandon the present practice of *laissez faire*, and substitute a sincere policy of after care, appointing an after care director to organize this important social service, and to secure the co-operation of parents, employers, and social welfare agencies in the solution of the problems. Legislation may be needed to carry out the full requirements of the situation, but much can be done by local responsibility and initiative; and also by readjustments within certain suitable industries in New Haven. The feeble-minded cannot adapt themselves to their community; the community must therefore adapt itself so far as is reasonable and humane to them.

A proportion of the mentally deficient pupils ought, in time, to be transferred to a state institution or colony, but how small this proportion should be, will never be realized until the community begins to keep follow-up records of all mentally deficient school children, appoints an after care visitor,

and organizes after care devices for the purpose of doing full justice to them when they leave school. This is not paternalism; but a kind of parentalism, in spirit with the peculiar needs of the feeble-minded, and in harmony with the constantly expanding function of the public school as an instrument of social adaptation.

6. PROFESSIONAL TRAINING OF PERSONNEL

It is the special class teachers who from day to day will actually take care of the feeble-minded children. Their combined devotion and activities in this exacting work represent a social service which receives perhaps too little recognition. This service will probably be more highly esteemed when a complete program and policy are undertaken in behalf of the feeble-minded. Then will the actual significance of the work of the special class teacher come into clearer view. Meanwhile, everything should be done to insure the actual and potential value of her services.

It must be recognized that her work needs special professional qualifications, and special professional training. A salary bonus or preferred salary rating has been adopted in cities where special class work is well established. It has been demonstrated that an intensive course of one month, such as was given last spring at New Haven, can do much to supply the special training for teachers who have natural qualifications and who are interested in special class work. This course was given under very favorable conditions and must be considered the minimum for professional preparations. It is recommended that the equivalent of this course be arranged for, at least biennially, to maintain the supply of special class teachers.

The professional training should be continued while the special class teachers are in service. They should be under supervision, and there should be regular meetings and conferences of a professional character throughout the school year. The establishment of special schools and of the supplementary agencies described in our complete program, is bound to have a stimulating effect upon special class work. It opens to the special class teacher the possibility of promotion, and it makes more conspicuous the social aspects of the public school care of the feeble-minded.

All engaged in the training and the guidance of exceptional children are performing a teaching and social service of a distinctive kind. While the importance of this work needs no exaggeration, it should be safeguarded by putting the whole personnel on the highest possible professional basis. The staff itself can do much by their own co-operative efforts, through conference and round-table discussion to improve their professional standards and outlook.

The teachers of regular classes, also, can, by their sympathy and co-operation, do much to place the special class work on its proper footing. When they, and the bulk of the educational leaders in the community, frankly recognize the ultimate significance of this work, a complete public school policy in behalf of all educationally exceptional children will seem less visionary. Such a vision is, after all, but a practical ideal, which beckons our sincere support.

Complete public school provisions for our mentally deficient children and youth are financially possible. Educationally, such provisions are sound. Socially, they are necessary. Legislation in several states of our union is already attempting to make these school provisions obligatory, and is supplying state funds and state supervision to that end. The problem will, however, always remain to a large extent a local one, dependent for its solution upon the pride and enterprise of local communities. So far as New Haven is concerned, her peculiar industrial, social welfare, public health and educational advantages, conspire to make possible a distinctive demonstration of what a public school system can do in coping with this great community problem.

CHAPTER SIX

EXCEPTIONAL SCHOOL CHILDREN AND STATE POLICY

The desirability of developing a public policy with respect to handicapped and otherwise exceptional school children was one of the factors which led in 1919 to the enactment of a law creating the Connecticut Commission on Child Welfare. This Commission has reported to the General Assembly a newly wrought codification of laws. Certain principles and provisions of this Children's Code are significant in the present connection because they represent the formulation of a constructive state policy with respect to handicapped school children. Because this legal formulation suggests in concrete terms the methods by which child welfare administration and school administration can be brought into more vital relation, it will be profitable here to summarize the fundamental provisions of the Code.

A public policy with respect to handicapped children must finally represent a co-operative effort of both state and community in their behalf. The Connecticut Children's Code emphasizes the principle of local community responsibility, but it also indicates the dependency of this principle upon adequate state organization and authoritative state supervision. Although the major responsibility for the actual care and maintenance of dependent, delinquent and defective children rests with the family and the local political unit, the ultimate legal creator and guardian of the rights of these children is the state, and the state is therefore obliged to develop a machinery for the equitable enforcement of those rights and for the application of minimum standards of child welfare and education. The state is also more profoundly concerned than the community with reducing the causes and consequences of all forms of physical, mental and social defectiveness.

The Children's Code accordingly proposes the organization of the following agencies: 1. A supervisory state bureau of child welfare. 2. A state-wide system of juvenile courts with trained probation officers under state supervision. 3. A division of special education and standards as a department of the state board of education to foster provisions for all types of exceptional school children. These agencies are deliberately made to articulate with each other and with an existing Department of Child Hygiene under the State Board of Health. They are all designed to strengthen rather than to supplant existing local agencies; to define and extend the responsibilities of these local agencies, and to co-operate with them in making their present work more effective.

Among all these local agencies, the public school is the most inclusive, the most extensive, the most pervasive. It is found in the remotest rural corners as well as in all the villages and cities of the state. With its hundreds of buildings and its thousands of teachers, its public property and public personnel, it constitutes our greatest child welfare institution. It has a vast unrealized power in the so-called field of child welfare. The recommendations of the Children's Code give recognition to this potential power, and one of its fundamental proposals is that which insures the gradual extension of the principle of compulsory education for the benefit of handicapped and defective school children.

This proposal is formulated in the following law to establish a Division of Special Education and Standards under the State Board of Education.

AN ACT TO ESTABLISH A DIVISION OF SPECIAL EDUCATION AND STANDARDS UNDER THE STATE BOARD OF EDUCATION

Section I. Special division of State Board of Education established. The Commissioner of Education shall be authorized under this act to organize a Department or Division of Special Education and Standards and to assign agents and inspectors for carrying out the duties of said division, in accordance with regulations approved by the State Board of Education. The chief officer or director of this division shall be appointed by the Commissioner of Education, with the approval of the State Board of Education, and shall be subject to the Commissioner of Education.

Section II. Supervision by said division. This division shall have general supervision of the education of all children from four to sixteen years of age who are legal charges of state institutions for children or of any child-caring institution or agency licensed by the Bureau of Child Welfare; and of all children

who are receiving instruction in special classes or special schools in accordance with provisions hereinafter described. The duties and activities of this division shall so far as possible be co-ordinated with the administration of the laws relating to attendance, employment and instruction of children, as specified in chapters 130 and 140 of the General Statutes, or as these chapters may be amended, and in accordance with the powers therein assigned to the State Board of Education.

Section III. Enumeration of exceptional school children. The Division of Special Education and Standards shall have power to make and enforce regulations concerning the enumeration of children and the keeping of school registers, to the end that there shall be an annual report to the Commissioner of Education of all children four and under sixteen years of age, who by reason of mental or physical handicap appear to be incapable of receiving proper benefit from instruction in ordinary schools and who for their own or the social welfare need a very special adjustment of educational arrangements and methods. Such children shall be designated as educationally exceptional children, and the terms special education, special classes, special schools, auxiliary teachers, auxiliary education, and special educational provisions, as used in this act, shall be interpreted to apply to the training and instruction of such educationally exceptional children.

On the basis of the aforesaid enumeration of educationally exceptional children, the Director of the Division of Special Education and Standards shall advise with local school officials and any other responsible officers of schools regarding the establishment of special educational provisions for such exceptional children.

Section IV. When child may be excluded from school. No educationally exceptional child may be disbarred from school attendance except on the approval of the Director of the Division of Special Education and Standards and of the Commissioner of Education; and every child whose exclusion is thus approved shall immediately be brought to the attention of the Bureau of Child Welfare, and said Bureau shall report the case with recommendations to the selectmen of the town in which the child is legally resident; and shall take any further action necessary to insure adequate protection and training for the child.

Section V. Special classes. On the application of any school district board or committee of any local board of education, the Commissioner of Education may authorize such local board or committee to establish and maintain within its corporate limits a special class or a special school or an auxiliary teacher for the training and care of educationally exceptional children.

Section VI. State aid for special classes. When these special educational provisions shall have been organized in accordance with reasonable minimum standards under regulations of the State Board of Education, the Commissioner of Education shall certify to the comptroller as due to each board of education maintaining such special educational provisions the following sums of money from the State Treasury, which sums shall be over and above any moneys otherwise allotted to said board of education:

(a) An annual sum not exceeding thirty-five per cent of the annual salary of any special teacher who is giving full time instruction to not less than five blind and nearly blind pupils; or to five deaf and nearly deaf pupils.

(b) An annual sum not exceeding thirty per cent of the annual salary of any special teacher who is giving full time instruction to not less than ten mentally defective children or to not less than twelve crippled children; or to not less than fifteen speech defective children.

(c) An annual sum not exceeding thirty per cent of the annual salary of any auxiliary teacher who gives her full teaching time to the special training, instruction and guidance of at least fifteen educationally exceptional pupils of any class whatsoever.

It shall be lawful for two or more school districts to combine in the employ-

ment of such auxiliary teacher and they shall share equitably in the state aid thus allotted, in accordance with regulations of the State Board of Education.

Section VII. Petition for special classes. It shall be mandatory upon any board of school visitors, town school committee or board of education or upon the board of any consolidated school district to provide an auxiliary or special teacher and special equipment for the instruction of educationally exceptional children residing in the corporate limits of said district or said consolidated district, when the State Board of Education has been petitioned to establish such special educational provisions by the parents or guardians of eight blind and nearly blind children; or of eight deaf and nearly deaf children; or of fifteen crippled children; or of twelve mentally deficient children.

The Commissioner of Education and the Director of the Division of Special Education and Standards are empowered to initiate such petitions whenever in their judgment the need of special educational provisions is urgent, and they shall to this end confer with school officers and other responsible school officials.

Such petitions shall be received and valid only when they provide explanatory data regarding the children in whose behalf the petition is drawn and when such data are in accordance with specifications prescribed by the Division of Special Education and Standards, and approved by the State Board of Education.

Section VIII. Further duties of division. It shall be the duty of the Division of Special Education and Standards to furnish guidance and assistance in the mental and educational measurement of all educationally exceptional children in all schools and institutions under the educational supervision of the State Board of Education with a view to improve the classification and treatment of educationally exceptional children.

Section IX. Division to furnish school reports. The Division of Special Education and Standards shall also, with the counsel of the Bureau of Child Welfare, prescribe forms and methods to be used in reporting the psycho-educational status of all school children brought to the Juvenile Court as provided in Section 4 of Division III of that act; which psycho-educational or school report shall summarize the child's school career and attainments and shall embody a measure or estimate of his mental capacity to profit by experience and by instruction.

Section X. Undernourished school children. It shall be obligatory upon school officials of every public school and every private school under public supervision to ascertain what pupils, if any, on the school register are chronically below the minimum standard of weight normal for their height and age; and to this end school officials shall require the annual measurement of height and weight of each child in accordance with regulations to be prescribed by the Division of Special Education and Standards and approved by the State Board of Education. To the parents or guardians of each such subnormally underweight child there shall be sent a letter or statement approved by the Commissioner of Education and the Commissioner of Health, which letter or statement shall contain recommendations and advice with respect to measures which, if taken, may ameliorate or remove the physical handicap of said child.

A significant feature of the proposed law is that every child whether handicapped or not has a presumptive right to attend public school and to remain in his community after a legal term of compulsory education. It will be noticed that the contemplated Bureau of Child Welfare and the activities of the Juvenile Court and the probation system will operate in the same direction, namely, to keep all children, so far as

possible, under the immediate protection of their own families and their own public schools and their own communities. Home, school and community are regarded as the normal environment of all but extremely exceptional children.

It is unnecessary to describe in detail the administrative organization and duties of the Bureau of Child Welfare and the Juvenile Court system. The contemplated bureau might be organized under a department of public welfare with a commissioner appointed by the director of that department and nine deputies appointed by the commissioner. The bureau would have general supervision of all child-caring work in the state, including the licensing of child-caring institutions and agencies and the establishment and enforcement of minimum standards of child care. Its agents would have standing in all Juvenile Courts and the bureau would have authority to place out on its own initiative any child who has not been placed within sixty days after court order.

The commission recommends the establishment of a new set of courts to be known as Juvenile Courts, over fifty in number, which will utilize the equipment and personnel of existing local courts. The Juvenile Court will have jurisdiction not only over delinquent children, but also over neglected, uncared for and dependent children. Its functions are to be preventive, regulative and supervisory. Every child coming before such a court will be assigned to an agent of the Bureau of Child Welfare who will thereafter be specifically charged with consecutive supervision of the assigned child's career. To supply the probation work essential to a court of this character, the commission recommends the establishment of a mandatory probation service for all Juvenile Courts, the chief probation officer to be the head of the Bureau of Child Welfare.

It is evident from the above summary that we have in these agencies a co-operating and co-ordinating mechanism which would give a new and most significant status to all exceptional school children. The official recognition of this status becomes especially important when handicapped school children are about to become candidates for employment. The presumption in the typical American commonwealth is that every child has the right and obligation to attend school and that the state shall determine when and whether he is ready for employment. This fundamental relation of the state to children affects in a

peculiar manner the mentally subnormal pupil who cannot profit by ordinary instruction and who cannot compete on equal terms with his fellows when he becomes of working age. This exceptional status of the subnormal creates an almost paradoxical situation. The school cannot exclude the moron on the one hand, and it cannot graduate him on the other. The only solution is a modification of law and practice which will safeguard the subnormal when he leaves school.

The Connecticut Children's Code meets this situation in the following proposal relating to the probation of defectives by the Juvenile Court.

VOCATIONAL PROBATION

Section 9. Who May Petition; Petitions. Any Agent of the Bureau of Child Welfare or any representative of a child-caring institution or agency licensed by the Bureau of Child Welfare, or any reputable citizen may petition the judge of the Juvenile Court to establish supervision over or to commit to an institution any defective child or defective young person legally resident in the district of said court, who, in the judgment of the petitioner, is in need of protection and care for his own and for the public welfare. The petition shall set forth the facts necessary to bring such defective person within the purview of this act; whereupon the judge shall after investigation, if he deems the petition sufficient, order a hearing in chambers on the case, giving due notice of such hearing to persons interested in the petition, if there be any.

Section 18. Courts may establish status of vocational probation. The judge of the Juvenile Court may on the basis of evidence presented in accordance with provisions hereinafter specified, declare in behalf of any defective child or young person, the status of Vocational Probation. This status shall not be declared when it is both expedient and desirable that the child or young person adjudged defective be committed to an institution. The court may, however, at its discretion, establish the status of Vocational Probation in lieu of commitment to an institution when the child or person in question belongs to one or more of the following classes and is legally resident in the district over which the court exercises jurisdiction.

(a) Any child over sixteen years of age or any young person who is adjudged to be defective but who is physically able to undertake, under reasonable non-institutional supervision, some useful or gainful occupation in his home or within the corporate limits of the district of the court.

(b) Any child over sixteen years of age who has been declared dependent, uncared-for or neglected, but who, by reason of mental defect, needs special supervision if he is not committed to a public institution.

(c) Any child who is over fourteen years of age, who has been adjudged mentally defective, who on the testimony of a reputable physician is of sound and competent physique, and who on the petition of his parent or guardian and of the principal or superintendent of the school which he attends is recommended for part or full time employment at some useful occupation. The petition shall be made on a form prescribed by the Division of Special Education and Standards of the State Board of Education and shall satisfy the judge that the child is actually defective and that his employment will be more favorable to his welfare than continuance in public or private school.

Section 19. Register of Vocational Probationers. The court shall keep a register of children and young persons for whom the status of Vocational Probation has been established. Such child or young person shall be legally known as a Vocational Registrant or Probationer. He shall be entitled to a certificate issued by the court which affirms this status, and describes the protection which the law aims to confer upon him.

Section 20. Duty of probation officers with respect to Vocational Probationers. It shall be the duty of the probation officer attached to the court which has established the status of Vocational Probation, to exercise a general supervision over each such Vocational Probationer in his district, to aid the Probationer to secure suitable employment, to confer with his employer, his parents or guardians to the end that said Probationer shall not be committed to a state institution but remain, if possible, with safety in his community. To this end the probation officer may confer with other public officials and representative of local agencies, and he may delegate to such representatives power of oversight and guidance.

He may also act as temporary guardian over the wages of said Probationer on the order of the court. The probation officer shall report quarterly to the court on a form prescribed by the Bureau of Child Welfare concerning all such Vocational Probationers, under his supervision, and whenever the report so justifies, the court may hold a hearing to determine whether the probation of said child or young person shall be continued or whether he shall be committed to an institution or to some other agency for custody or guardianship.

This is the proposed law. It represents an effort to formulate a civic policy with reference to the most neglected phase in the care of the feeble-minded. We realize that a law even if adopted, "bakes us no bread." A status of vocational probation for subnormal youth is not self-operative, it involves a system of safeguards, it assumes devoted probation officers, it assumes co-operative adjustments on the part of school officials and a new understanding among employers, foremen and forewomen, and social workers. It may mean personal and environmental rearrangements within selected industries and a new kind of vestibule school to meet the needs of subnormal workers.

However, it is sound policy to unite the functions of moral and of vocational probation, and to bring the Juvenile Court and the public school into closer co-ordination. Court and school alike are local institutions of and for the people. Both should respond to the new demands of the state, go beyond their traditional sphere, and become active agencies for child welfare.

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